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ABSTRACT

An experimental project was conducted between July 1972 and August 1973 to offer adult basic education to high seniority, unskilled employees laid off because of the seasonal nature of their jobs in the fruit and vegetable canning industry in northern California. The project's purpose was to demonstrate that layoff time training (LOTT) would be viable and useful when conducted in an industry with specific screening criteria. The criteria are an advancement system based not only on seniority but also on qualifications, a labor market allowing for outside hiring of skilled and semiskilled workers, a significant number of high seniority employees who are not advanced to better jobs because they lack qualifications they could receive through LOTT, and a significant number of workers who experience layoff periods which would enable them to participate in LOTT programs. The training program included English as a second language, basic education, and advancement related counseling. Over 400 workers participated, and both unions and management actively supported the program. It was concluded that the screening criteria may well be predictive of whether or not a LOTT program will be successful in a given industry. One measure of the project's success was that through a collective bargaining agreement the unions and management elected to finance its continuation. An appendix includes statistical tables. (LMS)

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AN EXPERIMENT ON THE UTILITY AND VIABILITY OF PROVIDING NON-SKILLS TRAINING TO UNDERUTILIZED, HIGH SENIORITY WORKERS IN THE CANNING INDUSTRY

An Industry-Specific Approach to Lay-Off Time Training

July 1, 1972 - August 31, 1973

Contract No. DL82-34-70-31
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16. Abstracts

The project was a demonstration program designed by private industry (the USR&D Corp., NY) to test the viability of operating a successful non-skills layoff time training program (LOTT) in certain seasonal industries. From previous experience with LOTT, the project hypothesized that when an industry meets certain specific criteria then employers, unions and locked-in workers in that industry will perceive value in and respond positively to a non-skills LOTT program. Such a training program was designed and successfully operated in an industry meeting the defined screening criteria. These operations provide evidence that the "screening criteria" may be valid predictors of whether a given industry is an appropriate setting for a non-skills LOTT program. Numerous workers applied for enrollment, and unions and management not only cooperated fully in recruitment of workers and developing job relevant curriculum but also participated in classroom activities and supplied classroom space. Through collective bargaining the parties have adopted the program as their own and have financed its continuance. These outcomes may have implications for upgrading aspects of government manpower policy.

17. Key Words and Document Analysis. 17a. Descriptors

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17b. Identifiers/Open-Ended Terms

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PREFACE

The bulk of this report examines the background, objectives and procedures followed, and the more significant problems encountered by an experimental non-skills training project established to aid underutilized, high-seniority, seasonal cannery workers to qualify for better paid jobs or longer working periods. In addition, it explores the overall learnings and conclusions drawn regarding the intervention process which this past year's approach to layoff time training represents. This report, then, is primarily "process" oriented although it does provide some demographic data on participants, enrollment data, attendance figures, reasons for withdrawals from the program and data which measures participants' progress in the classroom.

At this time (August, 1973) trainee participants in the program are being called back to work as the primary fruit and vegetable canning season begins. Consequently no meaningful statistical analysis can be done to explore the effect the training had on increasing promotional opportunities and improving the economic status of participants.

More extensive data analysis which will correlate workers' participation in the various components of the program with their future job advancement will be carried out by JAT's research subcontractor, the Center for Applied Manpower Research of Berkeley, California. As a baseline, the follow-up study will make use of the extensive data generated by the project and will follow ex-trainees' work experiences longitudinally over a 14 to 16 month period, culminating in a report to the Department of Labor in December of 1974.

The best barometer of the program's achievements lies in the fact that the program has been continued under mandatory financing provided as a condition of a negotiated contract between industry and labor.

SECTION I

ABSTRACT, BACKGROUND AND SUMMARY

ABSTRACT

The Concept

Layoff Time Training (LOTT) is an abstract manpower development concept which addresses itself to assisting in the further development of under-utilized workers who are subject to regular periods of cyclical or seasonal layoff. The LOTT concept hypothesizes that such economically wasteful layoff time should and can be put to constructive use by these workers in a training program designed to improve their general performance and "promotability" upon return to work. The concept also implicitly contends that employers, unions and the community will perceive the worth of LOTT and will encourage and support it.

A Program Model

This year's program in the northern California canning industry was an experimental demonstration project by private industry designed to determine the viability and utility of applying this LOTT concept to a specifically defined population of laid off workers...those with high seniority who suffer from basic educational deficiencies and/or language problems and as a result are locked into lower level jobs that subject them to regular periods of cyclical or seasonal layoff. This specific experimental program model hypothesizes that workers with such problems will enroll in and ultimately benefit economically from a non-skills LOTT program directed toward remedying their job-related basic educational and language deficiencies.

Program Objectives

For the past year the project has sought to demonstrate that the program model, when appropriately set in a seasonal industry that meets certain specific "screening criteria," will be actively supported by union and management and will elicit a significant enrollment response from target group workers. Equally important objectives were to demonstrate that training content could be made job relevant, would address itself to the needs of the workers and would ultimately result in enrollee advancement to better jobs and/or lead a significant portion of participants to gain longer working periods per year.

Significant Findings

The major findings that surfaced as a result of this year's operational activities were:

1) The "screening criteria" developed for identifying appropriate seasonal industries in which to operate a viable training program of this nature appear to be accurate predictors of whether or not such a program in fact can be effectively implemented.

2) When an industry is found that meets the "screening criteria" it appears that the subsequent operation of a JAT program in that industry is extremely likely to garner the active support and involvement of target group workers, unions and management; it will be able to acquire meaningful assistance from the industry in the development of curriculum that is relevant to the job-related needs of the target group; it will get broad employer and union cooperation in recruiting laid-off workers and it will attract and hold significant numbers of enrollees.

3) In appropriate seasonal industries the value of a relevant and competently run non-skills layoff time training (LOTT) program will be perceived and may result (as it did in this instance) in the industry principals adopting it and funding its continuation through use of their own resources.

The Operational Experience

The northern California canning industry provided the laboratory in which the project conducted the past year's explorations into the viability of an "industry specific" approach to LOTT. A careful study of the industry showed that it clearly met the "screening criteria" for implementation of such a non-skills LOTT program. The opportunity to install the program was subsequently developed by the contractor as a result of extensive discussions with labor and management officials.

During the period July 1, 1972, to August 31, 1973, United States R&D Corporation under contract to the Manpower Administration of the U.S. Department of Labor designed and operated a non-skills LOTT program in the facilities of four cannery union locals with the endorsement and cooperation of the management of 15 canning plants.

This year's experience must be categorized as an unqualified operational* success; over 400 workers were served; union and management cooperated fully from the outset. Training facilities were provided without cost by the unions; assistance in interviewing workers in the plant and assessing the training needs of the target group was freely given by plants; numerous personnel managers, union business agents and plant foremen regularly participated in class discussions and role plays; cooperation in publicizing the program and recruiting workers was given by plants and unions; course content and materials were made industry-relevant through frequent staff contact with the various plants' operations and personnel; applications were pending from many more workers than the project could enroll; 54% of those who enrolled in basic education and over 70% of those who enrolled in English-as-a-Second-Language completed their courses, despite callbacks, illness, etc.; 84% of those who enrolled in "advancement related counseling" completed the 3-week course; (this latter course taught enrollees the mechanics of the "job bidding system," provided plant tours and familiarization with the numerous jobs available in a cannery, provided individual counseling to develop personal job advancement goals and developed trainees' self-confidence through group counseling activities); enrollee and staff enthusiasm remained high throughout and reaction to the program and its operation were highly favorable from all sides.

The Project's Genesis

It was only through extensive previous experience with efforts to design and implement a viable LOTT program model that the contractor concluded that an "industry-specific" approach appeared to offer the most promising possibility for fielding an operationally viable program. The earlier explorations that led to this conclusion were conducted from July of 1970 through June of 1972. During that period the contractor designed and operated an experimental community-based "Job Advancement Training" program (JAT) which offered remedial basic education, literacy skills and counseling for any and all laid-off workers in the industrialized Antioch/Pittsburg area of northern California. This broad, pioneering exploration provided valuable insights into JAT's potential as well as its limitations. Among other things, it was concluded from these efforts that employers, unions and workers do not presently perceive a need for and will not significantly respond to the community-based JAT model if they are part of an industry where well-defined "internal labor market" practices exist which serve to advance workers almost exclusively on the basis of seniority (see report DLMA82-34-70-31-2).

*Enrollee job advancement, however, cannot be used as a measure of success at this early point in time since only now are trainees being called back to work as the primary canning season begins. (August, 1973)

It was recommended that any future test of a non-skills LOTT model should be industry and perhaps even occupation specific. The contractor, with the assistance of its subcontractor, The Center for Applied Manpower Research (CAMR) carefully analyzed the results of the project's first two years of research and experimentation. This ultimately led to the formulation of a specific set of "screening criteria" by use of which it was postulated that one could predetermine whether an "industry specific" approach to JAT might prove viable in a given industry or plant. The canning industry was later identified as a potential testing ground for such an "industry specific" test and the past year's project was the result.

Methods

Developing credibility and acquiring the trust of industry principals was of equal importance to success as was providing relevant and effective training. A cohesive, technically competent and flexible staff with an accurate understanding of both the project's training and intervention goals was the key to the development of professional credibility. Acquiring trust demanded extreme sensitivity by all staff to the political realities of the parties and also required a respect for the fears generated in some as a result of the project's intervention into the union and management spheres of influence.

Effective delivery of training services was accomplished through recruiting competent, flexible and innovative trainers and by avoiding the use of pedantic traditional educational techniques. English-as-a-Second-Language (ESL) was taught through the "situational reinforcement" (SR) method which requires small classes (10 to 12 people) and is based on constant and patterned verbal interaction between the trainer and students. Extensive materials for such conversational patterns were developed around the context of the cannery. Basic education (BE) made use of self-teaching, programmed learning materials heavily supplemented by industry-related materials. Advancement Related Counseling (ARC)* was also conducted in small groups of 10 to 12 trainees and required their active participation, making extensive use of role plays and videotaped group exercises and discussions. As a result of the instructors' low-key styles and the techniques used, trainees generally responded enthusiastically and made significant learning progress. These techniques had been tested in other demonstrations and applied within the cannery context.

Initially the project offered ESL, ARC and BE in all three of its training sites. It soon became apparent that worker needs varied from site to site. In Modesto there was greater demand for ESL

*A version of the Human Resource Development Program offered in the Industrial Manpower Centers. This, in turn, was a variation of industry's management training concepts.

due to a heavy concentration of Mexican-Americans. In Oakland there was no demand for ESL due to a predominantly Black and Anglo workforce. In Sacramento there seemed to be a balanced demand for all courses. As these realities surfaced the project and its staff had to demonstrate flexibility and adjust course offerings and transfer personnel.

The lesson from all this is that among other things, a successful project depends on a willingness and an ability to adapt and adjust to new realities that surface. Each local proved different in its demands than had been anticipated. There are no pat treatments or panaceas that apply universally; the key to an effective experimental program is flexibility and innovation so as to make optimal and effective use of resources at the project's disposal under whatever conditions that exist.

Conclusion

The ultimate indicator of the project's successful intervention is the fact that as a result of the project the unions and management have successfully negotiated funds through collective bargaining to support the continuance of the program.

The program's successful operational experience provides strong evidence that the "screening criteria" developed by the project may well be predictive of whether or not a non-skills LOTT effort is viable in a given industry or plant. If LOTT were to be adopted as a new tool for pursuing upgrading aspects of manpower policy, then this "screening system" would be especially useful for determining whether, in a specific instance, planners and program managers should seriously contemplate trying such an approach.

The contractor believes that this year's experience suggests that serious policy level consideration should be given to adopting LOTT as an additional tool for pursuing upgrading goals of manpower policy in appropriate seasonal industries with large concentrations of disadvantaged workers.

PROJECT BACKGROUND

Regardless of the general national economic situation, temporary, cyclical and/or seasonal layoff of workers is a regular and somewhat predictable occurrence in some industries.

Many workers who are regularly affected by such circumstances are unable to move up promotional ladders and out of the jobs that subject them to periodic layoffs, due to a lack of adequate reading, math, or language skills and their general inability to "negotiate" either the institutions of the world around them or the institutions of their own particular environment.

From a manpower utilization point of view, valuable human resources lie idle during such "down time." Nationwide, this phenomenon results in a considerable waste of manpower. The worker's layoff period is often put to no constructive use. He does not contribute to the production of goods in a way that might improve his ability to obtain a more stable job upon returning to work. Whether viewed with concern for the individual, society, or the economy, these regular periods of temporary layoff are wasteful and costly.

Examination of this phenomenon led to the creation of a unique and hypothetically viable concept in manpower development. This abstract concept contends that cyclical and/or seasonal layoff time should and can be put to constructive use by workers in a training program designed to improve their general performance and "promotability" upon return to work.

From July of 1970 through June of 1972, United States R&D Corporation, under contract to the Manpower Administration of the United States Department of Labor, designed and operated the Job Advancement Training Center (JAT).* This experimental program was established to test the model based on the LOTT concept. More specifically the project's mandate was to assess the program model in regard to the following issues:

1) Whether and how employers, unions and workers will respond to the offer of certain types of non-skills training assistance during layoff.

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* The JAT program is one of several major demonstrations designed by the U.S.R&D Corp. to apply business management techniques to the solution of what are frequently called "public problems." The LOTT and JAT programs were built on the experience of the Industrial Manpower Centers and the Ford Foundation financed program to train and upgrade locked-in minority workers in the paper industry.

2) Are there crucial variables that must be considered, and that may not have been identified, in determining whether this LOTT model is accepted or not accepted and supported in a community?

3) How can such training be geared to employer needs and/or help to provide new opportunities for workers unable or unwilling to return to the same employer?

4) What operational problems will arise in providing training during layoffs of uncertain duration?

5) Whether and how such training is useful after return to employment.

As a result of these early efforts significant light was shed on answers to the first two experimental questions posed above. The "community based" program model did not attract the truly temporarily laid off workers with attachment to an employer who would be calling them back; permanently laid off workers predominated. Employers did not provide JAT with the degree of intimate support and cooperation needed to attract their laid off workers and to insure the design of a relevant program. Union seniority advancement proved to be another barrier to returning to the same corporation, resulting in a shifting of workers to new jobs where their new training could provide more immediate advancement opportunities. As a result the project was unable to establish the necessary framework within which to develop reliable answers to the other experimental questions posed.

Through on-going research into local employers' internal labor market practices, conducted by the contractor and the research subcontractor, The Center for Applied Manpower Research (CAMR), it became clear that employers, unions and workers do not perceive a need for, and will not therefore respond to a non-skills LOTT program if they belong to an industry where well-defined internal labor market practices serve to upgrade workers almost exclusively on the basis of seniority.

In reflecting on the results of the first two years, CAMR noted that employers have been fairly receptive to manpower programs that prepare minority group members for entry level jobs since such programs address themselves to a manpower problem which employers perceive as acute due to social and governmental pressures to adopt affirmative action hiring practices. The point was that "race has been at the center of manpower policy for a decade" and that employers' firmly established ways of manpower utilization have been effectively modified only when an underlying racial factor forced manpower problems to the surface. In most industries this had not occurred to a great extent in relation to JAT's upgrading thrust. In its second year final report to the contractor CAMR suggested that perhaps:

"layoff time training will become viable in employers' eyes only if racial aspects of current manpower utilization make it relevant. The need to upgrade past the entry point might be the stimulus. Workers in the system on layoff might emerge as a much sought after group. Personal and employer interests could then coincide."

A major conclusion from the first two years of experimentation was that future experiments should be conducted only within industries or plants where there exists, as CAMR put it,

"an identifiable manpower problem, clearly perceived by the employer and by at least some of the workers (racial factors may make the problem felt). The workers' perception clearly must be of an upgrading opportunity either within the plant or out of the plant. From the employer's point of view it must be within the plant. Once this situation of mutual self-interest has been identified, LOTT can be tailored to these needs and tested to see if it proves to be a valuable new instrument...(it is recommended therefore that)...any future test of the LOTT concept should be industry and perhaps even occupation specific."

SUMMARY

Late in JAT's second year of operation, the contractor, with the assistance of its subcontractor, further refined the learnings from the project's two years of operation. This resulted in the development of a system through which it was postulated that one could assess and predict the relevance of a non-skills LOTT program to the manpower needs and internal labor market conditions of any given plant or industry. This system prescribes a set of prerequisite conditions or criteria which should be found in any industry before it is considered appropriate for a viable "non-skills" LOTT program.

These "screening" criteria were presented by the contractor in its proposal to the USDOL for continued exploration into LOTT, using an "industry specific" approach. They were outlined in the form of two working hypotheses which were to be validated or disproven through the results of the project's proposed "industry specific" operations. The first of these hypotheses stated that non-skills LOTT is most relevant, applicable, and of perceived value only to industries that meet the following criteria:

1) There exists a well-defined internal labor market system of prescribed advancement procedures and practices which does not operate strictly on the basis of seniority, but also gives weight to basic qualifications.

2) The internal labor market may even allow for outside hiring in skilled and semi-skilled jobs to compensate for its inherent but correctable deficiencies.

3) A significant number of seniority-eligible workers are "passed by" for advancement into better jobs due to real deficiencies that are correctable through LOTT.

4) Significant numbers of such workers with strong industry identification experience regular periods of extended layoff with assured recall that would provide them with the opportunity to avail themselves of a LOTT program.

The second hypothesis, which completes the "screening" system states that, a non-skills LOTT program should only be implemented when:

1) Through analysis of an industry it is found that it meets the criteria outlined above.

2) Through discussions with employers and unions in the industry, it is evident that they recognize and are concerned with the manpower problem and will strongly support and advocate to workers such a program in the hope of remedying deficiencies in their internal labor markets.

From experience it was clear that LOTT would have little chance for success in industries that did not meet most of the criteria; it was only hypothesized, however, that LOTT would be perceived as addressing the needs of, and be welcomed by, industries which successfully pass this screening test.

In JAT's second year of operation, through discussions with cannery workers who were enrolled in the community-based LOTT experiment, the JAT staff began to learn about the sizable northern California canning industry. It appeared to fit the criteria for an industry in which the project might test an "industry specific" approach to LOTT.

The possibility was further investigated through meetings with officials from both the State Council of Cannery Unions, as well as California Processors, Inc. (CPI). The State Council does the collective bargaining for all (thirteen) of the cannery workers' union locals in northern California; CPI is an organization founded and financed by a group of 29 different canning companies that operate 76 plants in northern California. All these companies (competitors) have delegated their collective bargaining prerogatives to CPI. The State Council and CPI negotiate a master contract that governs almost the entire northern California canning industry.

Each of these organizations, when approached, perceived that the LOTT concept held potential benefit to them and their industry. They pointed out a mutually recognized, industry-wide manpower problem -- not being able to advance certain workers when they are seniority eligible, due to either educational deficiencies or English language problems. A number of recent EEOC suits pending over these issues were of significant influence in creating an acute recognition and concern with the problem on the part of both CPI and the State Council. (Thus supporting CAMR's theory that LOTT will become viable in employers' eyes if racial aspects of current manpower utilization make it relevant.)

Research also showed that the canning industry had a prescribed system of contractually defined internal labor market practices governing the advancement of workers. In the canning industry, however, unlike most of the industries encountered in the earlier community-based LOTT experiment, virtual assurance of promotion does not accrue to a worker strictly on the basis of his seniority alone; qualifications also are defined as equally important considerations in advancement to the better paying jobs. Frequently a person is deemed not "qualified" although seniority-eligible for advancement, because of English language communication problems or due to an inability to read and use relatively simple record keeping forms. Not surprisingly, the majority of such workers tend to be Mexican, Mexican/American, Chinese American and Blacks and were frequently female.

It was evident, then, that there existed a promotional system which would benefit these workers if they were to surmount the barriers imposed by their lack of basic qualifications. Consequently, the LOTT concept appeared to have the potential for assisting such persons to qualify for, and acquire better paying jobs open to them by virtue of their seniority.

These circumstances, along with the fact that the canning industry is highly seasonal with long periods of layoff, seemed to provide an almost ideal set of conditions for conducting an "industry-specific" test of a non-skills LOTT model. Thus, the contractor, with the full support of CPI and the State Council, formally proposed such a test to the Manpower Administration of the U.S. Department of Labor as the logical next step in the exploration of the merit and viability of the LOTT concept.

The contractor's proposal was approved, and this past year's program proceeded to seek answers to a number of important questions relating to the viability of an industry specific approach to LOTT:

Given an industry which meets the "industry specific" screening criteria, to what extent will the employers, the unions and the workers themselves support a LOTT opportunity geared specifically to their industry? Assuming varying degrees of support from each of the parties, what kinds of support are essential and what kinds less crucial to an effective operational program? How can the non-skills training offered be geared specifically to the industry and the job? How much learning can be accomplished by enrollees during layoffs of uncertain duration? Will the training prove to be useful after return to employment, and if so, how? As a result of this demonstration, will management and/or the union perceive that LOTT is a worthwhile and necessary manpower tool for their industry and seek to institutionalize the

concept within the industry? What is the magnitude of the need for LOTT services among workers in this industry, in the canning industry nationwide, in other specific industries?

The contractor, in its proposal, projected in some detail what the answers to these questions should be if in fact LOTT were ultimately to be accepted as a viable and useful concept in the industry. These "ideal" outcomes in turn were set up as the operational goals toward which the entire focus of the project was directed.

Keeping these objectives constantly in sight provided JAT with a clear purpose and unambivalent sense of direction. The goals repeatedly served as guidelines for determining the best methods for operating a relevant program with maximum involvement and identification on the part of the union and management principals. Having defined the objectives clearly also insured that all staff members shared a common understanding of where the project was going and why. As a result, any problems that arose with union, management or enrollees were usually handled in a way that would not prejudice the project's relationships. This was especially important given the fact that the project's four training sites were widely scattered over northern California and thus all staff members regularly interacted with union and management principals.

Operational changes that were instituted from time to time as a result of new information or changing conditions were explained to staff in relation to their importance to achieving a recognized goal. Typically the rationale was understood and accepted by all and resistance to change was minimized. Remarkable staff flexibility was the result.

The contractor cannot overstate the value of these objectives to the successful operation of the project. They established the foundation for a smooth running, flexible operation with an experimental spirit; they minimized confusion, created a true sense of staff cohesion and kept the project on target throughout the year.

The project's results can be summarized best by comparing the actual operational outcomes to the "ideal" outcomes established by these goals.

As outlined in the contractor's proposal, the single, overall objective for the operational aspect of the project was, "To demonstrate that when an industry has been identified as appropriate for an operational LOTT program through the 'screening process,' ... a program can be designed and implemented

as envisioned in the abstract LOTT concept." The following design and implementation features implicit in the abstract LOTT concept became the goals which served as operational and policy guidelines for the project:

A. Goal: Curriculum Development

"As envisioned in the abstract LOTT concept, course content offered... will be job relevant through the intimate assistance of unions and employers in developing curriculum appropriate to the needs of workers experiencing job advancement obstacles."

Outcome: The goal was substantially achieved as evidenced by the success of strategies that effectively involved employers, unions and workers in the initial determination of curriculum offerings. In addition, needed plant cooperation in job analysis studies and in the subsequent gearing of content and materials to the context of the canneries was acquired. Workers confirmed the relevance of the courses through their substantial enrollment response and subsequent evaluations while enrolled.

B. Goal: Referrals of Trainees

"As envisioned in the abstract LOTT concept, referrals of participants... will come almost entirely from the union and employers..."

Outcome: This goal was also achieved. Employers and the unions put their names to all recruiting letters, fliers and posters and placed articles in industry periodicals. As a result the program was identified from the start as an industry program and recruiting efforts ultimately provided the project with a list of almost 1,000 candidates.

C. Goal: Laid Off vs. Unemployed

"As envisioned in the abstract LOTT concept, workers admitted to the program... clearly will be laid off with legally defined recall rights and a highly reasonable expectation, assurance, and probability of returning to the same employer in the future."

Outcome: Through the cooperation of employers and the unions in providing JAT with information on seniority I.D. numbers, and because recruiting was done exclusively within the industry, the project was assured of the achievement of this goal.

D. Goal: Worker Industry Identification

As envisioned in the abstract LOTT concept, laid-off workers who are referred to the program will be the most senior members of the laid-off workforce with strong industry identification and who need LOTT for future advancement in the industry."

Outcome: This goal was achieved as evidenced by the fact that enrollees on the average held over 12 years of seasonal seniority in their plants indicating strong attachment to the industry. Through agreement with union and management, enrollment preference was given to the most senior applicants. 100% of participants stated their certainty of returning to work at the cannery, thus insuring the project's ability to measure the utility of the training on their future job progress.

E. Goal: Employer and Union Support

"As envisioned in the abstract LOTT concept, employers and unions... will perceive a strong self-interest in training their workers during layoff and will demonstrate their support and interest through any of the following ways: Regular referrals of workers to the program; curriculum development assistance; donations to the project of specific training materials, funds, classroom space and/or vehicles; and/or through occasionally providing personnel to make classroom inputs into the training effort when such inputs would enhance some portion of a training activity."

Outcome: Through strategies that took into account and respected the pragmatic employer and union perspectives on training, and through a business-like staff attitude, the project developed true credibility with the parties and was extremely successful in accomplishing this goal. Evidence of this success is demonstrated by the already mentioned cooperation in recruiting and screening applicants, development of curriculum and the provision of access to seniority and personnel records. In addition the parties were meaningful participants in periodic advisory board meetings, graduation ceremonies, and regularly took part in classroom discussions and role plays. The unions provided training facilities and the plants arranged frequent guided tours for trainees.

The foregoing were set up as ideal goals for the actual conduct of the experiment. Their successful achievement demonstrates that a non-skills "industry specific" LOTT model is operationally viable in at least some industries that meet the "screening criteria." That is to say, a program can be designed and successfully implemented as envisioned in the abstract LOTT concept. Whether the training will result in worker advancement and what long term impact it will make in the industry is another important but separate question.

The contractor, in its proposal, outlined a second broad project objective for the long term impact of the experiment and also indicated the general criteria by which its achievement should be ultimately judged. Only a partial evaluation can be made at this time. The following, taken from the contractor's proposal, is a statement of that objective and the criteria by which achievement or lack of achievement is to be ultimately measured:

Project's Impact Objective

"To demonstrate that when an industry has been identified as appropriate for a non-skills LOTT program through the 'screening' system... subsequent establishment of a LOTT program for that industry will achieve the long-term manpower development goals envisioned in the abstract LOTT concept..."

The criteria to be used as indicators of the degree of the project's achievement of this broad objective are:

1. "full on-going union and employer support and participation in the program."

2. "Recognition of potential and relevance of program by laid-off workers as evidenced by a larger number of workers applying for enrollment than the program can serve."

3. A lower incidence of being "passed over" for advancement for workers who have participated in LOTT as compared to those who have not.

4. Movement by some trainees from a seasonal status in the canning industry to a permanent status in another industry as a result of self-improvement in LOTT.

5. Movement by some trainees from a seasonal to a permanent employment status within the canning industry as a result of LOTT.

6. Confirmation by supervisors that they notice increased motivation and improved attitudes in workers who have participated in LOTT and with whom they have worked before LOTT.

7. Enrollment of some trainees in skill training programs or further efforts toward self-improvement in other educational endeavors after leaving JAT.

Criteria 1 and 2 clearly have been achieved at this time. Full support of union and management was acquired and over 400 persons were served by the project which had a "candidate list" of close to 1000 workers. The remainder of the criteria cannot be measured at present (August 1973) since enrollees have returned to work only recently. Most of these indicators of the long term impact of the project on workers' future employment status will be evaluated through a 2 or 3 year longitudinal study of participants which will be conducted by JAT's research subcontractor, The Center for Applied Manpower Research, Berkeley, California.

In conclusion, the overall thrust of the entire project as summarized in the contractor's proposal was:

> "to demonstrate, through successful achievement of all of the preceding objectives, that the concept of layoff time training is of definite value to certain specific industries in remedying wasteful inequities and weaknesses in their internal labor markets and manpower development systems. It is expected that successful achievement of these objectives will lead to a recognition on the part of the employers, unions, and workers involved that LOTT should become an established norm for their industry. Under such circumstances it is likely that these parties would cooperatively explore ways of funding such an institution either through use of their own resources or in partnership with government."

Despite the current lack of final, quantitative indications of the effect of the training on participants' job situations, the host industry appears convinced of the relevance and potential of the program to its manpower development weaknesses. Ultimately this has been demonstrated by the successful negotiation of funds for the program's continuance through the collective bargaining process. Thus, very clearly the industry has adopted the concept as its own.

The project staff are certain that this fact is a strong indication on the part of those closest to the industry that the training will in fact result in better qualified workers who will subsequently improve their job status.

The contractor believes that this year's experience has proven the viability of an "industry-specific" approach to non-skills LOTT. This contention is supported by the successful achievement of the project's operational objectives, the probable achievement of its long term manpower development goals by workers and the adoption of the program by the industry.

SECTION II

THE PROCESS

CHAPTER ONE: PRINCIPLES OF OPERATION

From the early explorations of management and unions' receptivity to installing LOTT as an experiment in their industry, it became clear that the contractor would be wise to make certain assumptions and to keep them in mind during the course of the project.

The first of these was that the parties had a "wait and see" attitude about whether LOTT might prove relevant to their manpower problems. This attitude stemmed partly from the normal bias that business and labor have toward government intervention, and partly from their apprehension about giving unknown "outsiders" access to a significant number of workers. Obviously the potential was present for problems and misunderstandings and those involved clearly recognized it.

Secondly, project staff had to recognize that the correction of manpower problems generally, and the LOTT program specifically, were not overriding and immediate concerns of the parties involved. In short, a reasonable perspective on the relative importance of the program had to be maintained.

These assumptions about the parties and their initial attitudes proved generally valid, and the existence of such attitudes made it clear that in addition to designing and conducting an effective training effort, the project confronted the equally important task of developing credibility with the parties. If this could not be accomplished, there would be little chance of gaining the cooperation needed to design relevant training components which would attract and assist workers. It was clear, then, that the establishment of credibility was a critical factor, without which the program would have a minimal effect, and in all probability would not be adopted by the industry.

For the purpose of building credibility and trust, therefore, the program staff adopted a series of principles to be used as implicit rules of operation in regard to the project's interaction and relationship with the parties.

The most important of these principles was to involve the parties in planning and decision-making processes immediately, first to profit from their valuable industry expertise and second to insure that they understood that the staff were there to work with and for them, and not to tell them what to do. It was recognized that any attempt by the contractor to present a fixed body of policies might meet at best with indifference, and at worst with open

hostility. In contrast, earnest efforts to co-develop program strategies and procedures would gain their attention and aid and would begin to create a sense of responsibility and commitment on their part that might otherwise be lacking.

The second principle was to keep the parties apprised of the project, its problems and its progress. This required a willingness on the part of the staff to deal frankly with all issues that might arise, and to admit any mistakes that were made. Only in this manner could the staff develop an atmosphere of trust, and convince the parties they would be dealt with honestly. In addition, problems that arose would be handled by going to the parties to seek counsel, rather than unilaterally developing in-house solutions. By hiding imperfections, the staff would only court suspicion and distrust. By discussing them openly, they stood to gain a reputation as a group sincerely trying to cope with the problems of the industry.

The third principle was to give credit for program successes, whenever possible, to the parties themselves. This would help eliminate the perception of the training as being a result of outsiders' intrusions, and would stand to increase the industry's commitment to and interest in program priorities and goals.

Finally, as a matter of course, the project managers would sensitize the training staff to the priorities of the parties they would be working with, and emphasize the importance of applying the principles of operation outlined above. New staff would participate in a training session dealing with these matters and those unable to internalize these concepts would not be retained.

These principles of operation were adhered to in carrying out the tasks necessary to achievement of the project's goals. The staff is convinced that they were vitally significant to the success of the project.

CHAPTER TWO: PURSUING PROJECT GOALS

Project Planning and Organization

The months of July, August and September are peak employment months in the canning industry and as a result workers are not available for training during that period. This occurrence allowed the project needed time for thorough planning and organization of the program. As a result the project, which commenced some of its planning as early as April, was not forced into fielding a hastily organized program designed and planned unilaterally by staff in the interest of time.

"Tailoring" a training curriculum is a complex and time consuming process, especially when it is crucial to acquire meaningful participation in the process from third parties whose primary interests and activities lie elsewhere. The planning period provided the project with the time to do it properly with full involvement of unions, management and workers. In addition, staff made use of this time to visit numerous plants, interview management, union representatives and workers and generally learn about the industry, its operation and its problems. As a result, before training even started, the staff was able to demonstrate to the parties its commitment and ability to learn about the industry and design a program geared to their unique situation. Project credibility was increased, evidence of staff competence established and numerous personal relationships formed between staff and union and management personnel.

Early in the planning phase a one-day workshop was held to orient and educate the management and union principals to the background and evolution of the project, clarify the Department of Labor's role and interest in it, and present the parties with specific proposals for enrollment eligibility criteria, and a recruiting process. Over 50 persons attended and in small groups thoroughly discussed the proposals, modified them and then adopted them as their own.

A three-week staff training and orientation session was also held toward the end of the planning period. This allowed the project managers to give newly hired staff a thorough understanding of the project goals and operational principles, as well as to orient them to the program's training methodologies and content. In addition they were familiarized with the knowledge of the industry acquired by project managers and participated in a two-day workshop designed to make them "industry and union-wise." This workshop was arranged by the project's research subcontractor,

CAMR, through Dr. Bruce Poyer of the Center for Labor Research and Education, University of California, Berkeley. It provided invaluable insights into unions, the collective bargaining process, the history of the cannery unions, pragmatic realities of everyday union activity and lessons from a medical program's successful "third party" intervention into the union-management relationship. This seminar effectively sensitized the staff to the need to orient its thinking and strategies to the pragmatic realities and politics of the collective bargaining relationship.

Because of time pressures and initial organizational confusion on any newly fielded experimental training project, planning periods are often consumed in establishing internal administrative procedures and structure, getting essential logistical arrangements made, recruiting personnel, and providing some time for project staff to develop internal relationships and familiarize themselves with the technical aspects of their jobs. Such essential activities often leave a project with relatively little time for in-depth pre-program interaction and communication with external parties critical to the program's operation.

Project managers for this program were fortunate in having worked together on the previous JAT community-based program from which this project developed. During the last three months of JAT they were able to establish much of the organizational groundwork for the past year's program. This allowed the staff to use the formal 3-month planning period to focus more on the important external variables and thus establish optimal conditions for the program.

The contractor believes that for a LOTT program of this nature, 5 to 6 months of planning time well may be essential to establishing the internal and external groundwork necessary for a reliable and fair trial of the concept.

Goals and Specific Approaches

This part of the report is organized around the operational goals established for the project in the contractor's proposal, since they provide a framework in which to examine the more significant methods and approaches used to pursue these goals.

A. GOAL: Curriculum Development

"Course content offered...will be job relevant through the intimate assistance of unions and employers in developing curriculum appropriate to the needs of workers experiencing job advancement obstacles."

APPROACH

This goal made it clear that in order to attract workers, the kinds of courses and their content could not be determined merely from the contractor's intuitive notions of what was needed. Clearly training had to address the job-related needs of the workers, as they perceived them. This goal dictated meaningfully involving all parties in the definition of program offerings.

Toward this end, during the early planning period, personal interviews of management and union officials were carried out by project staff to determine their perceptions of worker needs. In addition a program of extensive interviewing and educational testing of target group workers was conducted on a sample of over 100 persons to identify their educational weaknesses and perceived training needs. The resultant data was analyzed and the conclusions written up in a comprehensive report which was distributed to all union and management principals. This report told the parties much about their workforce's attitudes, aspirations and education of which they were previously unaware. The studies indicated that the primary needs were for English-as-a-Second-Language, basic literacy and math as it relates to cannery jobs and a component that was eventually labeled as "Advancement Related Counseling" (ARC). ARC would teach workers about the job bidding system for getting promotions and inform them of the numerous kinds of job available in a cannery. In addition, it would familiarize them with overall plant operations, provide counseling to help them establish specific job goals with a strategy for attaining them and finally, help them to develop the increased self-confidence needed to pursue their new found goals.

Project staff insured that management and the unions were involved in this survey by depending on them to select and schedule target group workers for interviewing. Because union and management's knowledge and opinions were taken into account, they were generally receptive to the conclusions and appeared to be impressed with the professionalism and thoroughness of the staff. This resulted in a sound basis for the development of relevant curriculum, and of equal importance, the process used created early credibility.

With the general nature of the curriculum thus determined management cooperated throughout the year with staff efforts to adapt materials and course content to the specific context of the cannery. As a bi-product of the experience, project managers learned an important lesson; the industry and union principals themselves have very little reliable objective data

on their workforce's problems, needs and attitudes. Information they offer is frequently based on subjective feelings and impressions generated from personal biases and stereotypes. The survey conducted by the project appeared to be unprecedented and the parties studied it with great interest. The contractor believes that it would not be unusual to find such ignorance of workforce needs in any industry that meets the non-skills LOTT screening criteria. Thus, extensive and objective surveying of worker needs is probably essential to an accurate determination of relevant curriculum for any LOTT program.

B. GOAL: Referrals of Trainees

"...referrals of participants...will come almost entirely through the cooperation of the union and employers."

APPROACH

Over 50 of the union and management principals were drawn into the detailed planning and design of a recruiting program during the one-day project orientation conference held for them in the project's early planning phase. Their involvement insured that the plan was acceptable and that they understood the importance of their roles in its success.

The mechanics of this system were then tested by actually applying it for selecting workers to be interviewed and tested in the "sample survey" carried out for curriculum determination purposes. Through this test it became apparent that union and management personnel were not familiar enough with their workers to identify many of those in need of training assistance. As a result the project staff proposed modifying the recruiting plan to include a publicity program that would require workers to identify themselves as candidates for the program.

With extensive cooperation from individual unions and plants, an ambitious recruiting campaign using posters, handouts and fliers was carried out in each participating plant. In addition, referrals from shop stewards and supervisors were systematically solicited.

Failures on the part of several industry and union people to carry out important aspects of the campaign led program managers to conclude that the staff should have taken all responsibility for "leg work" and should not have relied on the principals to carry out any mundane details.

Although the adherence to the policy of full involvement of the parties resulted in initial inefficiencies that required patience and design modifications, the staff persevered in applying the principle and were ultimately rewarded. Union and management put their names on fliers, letters and posters and placed many articles in industry publications. They provided access to seniority lists and solicited referrals from foremen and shop stewards. Project staff did the work of writing and printing recruiting materials to which union and management put their names. By so doing the parties accepted credit but also responsibility for the program. From the start then, the program was identified as the industry's and worker response was encouraging. As a result, over the length of the project a list of close to 1,000 candidates was compiled.

C. GOAL: Worker Industry Identification

"...laid-off workers who are referred to the program will be the most senior members of the laid-off workforce with strong industry identification and who need LOTT for future advancement in the industry."

GOAL: Laid-Off vs. Unemployed

"...workers enrolled in the program...will clearly be laid off with legally defined recall rights and a highly reasonable expectation, assurance, and probability of returning to the same employer in the future."

APPROACH

The achievement of these operational goals was essential to insure that the project would be dealing with the legitimate target population for a LOTT program. This was accomplished by simply adhering to a "straight seniority" system, whereby enrollment preference was given to the most senior workers. This policy was perfectly consistent with the wishes of the parties (especially labor) and they cooperated with it fully.

Getting the parties to understand and accept the fact that only laid-off workers could be enrolled was a more difficult task. Local unions were especially anxious to offer the opportunity to full-time workers who had become dead-ended and who sometimes seemed to have a higher claim on their leaders' attention.

Only through patient and repeated explanations by staff of the key "laid off" rationale behind the LOTT concept did the parties reluctantly accept laid off status as a basic eligibility criteria for enrollees.

A final eligibility criterion was established to insure that those who enrolled had "industry identification"; no one with less than three years of seasonal seniority could participate. This reduced the probability that the program might waste time and resources on itinerant workers who had no intention of remaining with the industry. Actually, those who were enrolled averaged over 12 years of seniority.

C. GOAL: Employer and Union Support

"...employers and unions...will perceive a strong self-interest in training their workers during layoff and will demonstrate their support and interest through any of the following ways: Regular referrals of workers to the program; curriculum development assistance; donations to the project of specific training materials, funds, classroom space and/or vehicles, etc.; and/or through occasionally providing personnel to make classroom inputs into the training effort when such inputs would enhance some portion of a training activity."

APPROACH

This objective was achieved through a constant awareness of its importance and by following the "principles" of operation enumerated in Chapter One of this section.

The early involvement of the parties in the planning of curriculum, recruiting, and definition of eligibility criteria piqued their interest and created a real curiosity about how their workers would respond to a well operated program. As a result it was not as difficult to get their subsequent cooperation and involvement in operations.

Project managers always asked themselves, "how might the principals be further involved?" Opportunities for frequent staff contact and interaction with the principals were constantly sought. Regular advisory board meetings were held, reports sent out, and union and management personnel regularly called for their advice and opinions. Additional exposure was generated through a multi-media slide and video-tape presentation which was created and presented to a CPI convention, a Western Conference of Teamsters convention and to two other important groups. Throughout the year numerous special presentations and reports on the project were also given to both the Technical Advisory Committee and Board of Directors of CPI, as well as to the State Council of Cannery Unions. Publicity was further created through periodic articles on the project which appeared in the

Western Conference of Teamsters publication, the national Teamster magazine and State Council publications. In both the staff presentations and the published articles, the program was always identified as the industry's.

In addition to such things the project managers believed that the strongest "selling point" for the program was the reaction and attitude of trainees in the classroom. Every effort was made to bring union and personnel people into the classroom to participate in training activities. This was successfully accomplished in a number of ways. The unions agreed to provide classroom space in their halls and daily contact between staff, trainees and union personnel was the result. Although sitting in the "living rooms" of the unions was not without some problems, it proved to be a very positive arrangement that enhanced the project's ability to achieve its objectives.

Trainees were highly enthusiastic about the program as evidenced by the fact that average weekly attendance for the various sites ranged from a low of 83% in Modesto to a high of 95% in the Oakland center, with 72% of all enrollees completing a course. Union officials frequently commented about the enthusiasm of enrollees and passed along many highly favorable comments.

Both union and management representatives regularly participated in the Advancement Related Counseling (ARC) activities of the program. They made valuable presentations on the seasonal "job bidding system," took part in classes exploring the full range of cannery jobs, participated as actors in video-taped simulated job registration exercises, discussed various provisions of the labor contract with trainees and arranged guided plant tours in which trainees could observe and learn about the full gamut of jobs in their plants. In addition the parties signed certificates of completion for trainees and participated in "graduation" ceremonies where the certificates were awarded by them to participants.

Through these approaches the project was able to develop in the parties a sense of identification with and responsibility for the program. This in turn formed the basis for the gradual development of a more permanent commitment to, and belief in, the potential of the project.

CHAPTER THREE: MAJOR PROBLEMS AND THEIR RESOLUTION

As mentioned earlier, there were problems that arose as a result of operating on the union's premises. The problems were always of a political nature, usually involving business agents' (B.A.'s) misinterpretation of some program activity or training staff action as usurping responsibilities that belonged strictly to the union. Such incidents usually resulted from the B.A.'s unfamiliarity with the activities authorized for the ARC component. For example, a B.A. might overhear a word or two of an ARC class discussion like, "the contract says that...," and then proceed to inform the Secretary Treasurer that the program was interpreting the labor contract which it had been emphatically admonished not to do. Had he been present for the full discussion, he would have heard, "...the contract says that the seasonal bidding system, etc..." The project was clearly mandated to educate enrollees to those aspects of the labor contract which related to the job bidding system. It was over content of the ARC component that several such misunderstandings occurred. Despite the project's explanations and apologies some business agents continued to believe that the program was trying to invade their territory.

There were other difficulties encountered that related to the internal politics of the union locals as well as the political relationship between locals and the State Council. In one very large local that had been through a recent political upheaval there was a constant struggle for power going on between several business agents. Opinions on all issues were divided, with the warring factions adopting opposing views on practically everything of concern to the local. The issue of the program, of course, was not excluded from the battlefield. It was supported by some while their opponents seemed to look for ways to undermine it. The project could do little more than remain sensitive to the situation and maintain neutrality.

In other locals there existed peculiar political arrangements whereby a great deal of the power and influence accruing to the Secretary Treasurer was actually shared with a B.A. or the local's president. Typically such arrangements had been developed between the two as a compromise prior to the last elections. Rather than opposing each other for secretary treasurer, one agreed to step down with a clear understanding that he would hold equal power. In one such case it took project staff several months to realize where the real authority lay. In the meantime the project was having difficulty getting follow-through on unilateral commitments made by the secretary-treasurer.

Project managers assumed that since all secretary treasurers sat on the State Council, that body's decisions were accepted and respected by all locals. This did not prove to be valid. Experience showed that each local exercises considerable discretion in doing things and thinks of itself as somewhat autonomous in selecting its day-to-day approach to implementing the contract. In some locals this went even further, in that B. A.'s themselves decided how things were to be handled in "their" plants. This reality created many potential pitfalls for the program in relation to the ARC activities since ARC was designed primarily to teach participants how to use the contractual job bidding system and to learn about job opportunities in their plants. As were other aspects of the labor contract, the "job bidding system" was interpreted and enforced differently from local to local and usually from plant to plant. A few B. A.'s advocated ignoring its existence altogether stating that "their" workers should get jobs by seniority, regardless of any bidding system. Such bravado was admirable but usually amounted to more "bark than bite." Nonetheless such B. A.'s did not appreciate the program educating enrollees to the job bidding provisions of the contract as mandated by the State Council.

In order to be sensitive to such problems, the project adapted the "bidding system" input so as to clarify to trainees how the system specifically operated in their own plant. Even this did not completely avoid misunderstandings but did for the most part smooth things over.

The entire program year proved to be a continual learning period for the staff in relation to adjusting to the political realities of the unions. Although the staff could not anticipate the specific difficulties that would arise, the general principles of interaction on which the staff operated proved to be effective in meeting the situation. The unequivocal policy of accommodating the project to the pragmatic needs and concerns of the parties and calmly meeting misunderstandings in a non-judgmental and conciliatory manner generally resulted in soothing feelings and minimizing any damage that might have been done by the incidents.

Thus, the staff learned that each local must be dealt with as a separate unit in order to minimize misunderstandings. By doing this the project showed respect for the local's autonomous self-perception. The contractor clearly learned that adapting to political realities means something different from local to local. Doing this effectively requires a careful assessment of personalities, recognizing designated and undesignated sources of power and influence, and being sensitive to the interests, biases, fears and self perceptions of these key individuals. Such things are dynamic; that is they are constantly changing. As a result, the "political realities" are also in constant flux and the need to be sensitive to them is a constant requirement.

Employers in general provided whatever assistance was asked of them. The staff, however, was acutely aware that some employers harbored irrational fears that the project might radicalize their workers, turning them into aggressors who would create a mutinous atmosphere among other employees. It was for this reason that employers were especially apprehensive about the ARC component. They also worried that project staff might not be making it clear to enrollees that participation in the program would in no way result in any special consideration for advancement. Employers did not cherish the thought of having to deal with such misunderstandings.

Project staff constantly reassured these parties that such things would not occur. Instructors saw to it that all enrollees were constantly reminded that their participation in the program made no guarantee but rather was preparing them to pass the "qualifications" criteria for jobs, if and when their seniority provided them an opportunity. Trainees understood this clearly, and to date no incidents have been reported to confirm the fears of those employers concerned with such problems.

Finally, there were various administrative and communications problems that flowed from the fact that there was a central office and four widely scattered training sites. Given the dual research/demonstration nature of the project it was essential that staff in all sites clearly understand the details and potential implications of any changing conditions (political or otherwise); it was also desirable that trainers interact and exchange experience and learnings with each other and it was necessary that policy directives and instructions on new data gathering requirements be accurately understood by all.

The program was not without its communications problems. As an example, one of the two trainers in each site was designated as the site's administrator. Among other things he or she was responsible for overseeing the collection of extensive research data on enrollees. Recognition of the need for new research information occurred from time to time and at the start was communicated by memos and phone calls. This proved hazardous since several misunderstandings occurred over such things and some needed data was lost or recorded improperly. As inconvenient as they sometimes were, direct visits and personal discussions on consequential matters were found necessary and were subsequently utilized by project managers.

Since the trainer/administrator for each site had a full class load, the data collection chore was an overload. The project's budget would not support

the hiring of a data collector in each site so the project began operating with a "circuit riding" data collector who visited each site once a week to conduct enrollment and terminal interviews and testing. This proved unworkable. If a candidate for the program failed to appear on the scheduled day, the project lost him for another week, and the data collector's time was wasted. The problem was satisfactorily resolved by eliminating this arrangement altogether and allowing each site to hire a part-time data collector for 15 hours per week. Not only was this more efficient but the data collector became directly responsive to local staff needs without having to bother himself with travel problems or the problems of other centers.

Project managers from the start recognized the potential for intra-staff conflict or misunderstanding arising from communications problems that could easily occur due to the geographic dispersion of staff. Initially they tried to minimize the potential by daily telephone calls and seeing to it that each site was visited by a central staff member at least once every other week. In addition the ARC trainer provided the staff additional contact with the "feel" of central and project-wide operations and thinking since he spent one full day per week in each site conducting ARC classes for ESL and BE trainees. In addition, shortly after training activities began, regular bi-weekly meetings were held for the trainer/administrators from each site.

Despite these things, subtle communications problems did occur which led to increasing reliance on more frequent visits to the centers themselves and periodic one or two-day staff workshops, meetings and discussions. These methods were considerably more time consuming but proved to reduce problems and helped maintain a high degree of staff cohesion and mutual understanding.

Thus the project managers and staff found that in order to overcome the problems of distance, an unusual amount of time and effort had to be dedicated to the challenge of insuring reliable everyday communications.

SECTION III

TRAINING

CHAPTER ONE: TRAINING DESIGN AND OPERATION

A. Developing Relevant Curriculum

As a result of initial discussions with union and management principals and at their request the project operated four training centers, one each in Oakland, Sacramento, Modesto and Hayward. As mentioned previously the Hayward Center was not established until late February whereas the other three centers existed throughout the year. Training was conducted in the union halls in space set aside for that purpose.

The selection and design of training components relevant to the needs of target group workers was determined during the planning period. This was accomplished through surveying the opinions of union and management officials and by interviewing and testing a sample of 105 workers from 13 plants who were identified by industry principals as target group members. Analysis of the resulting data provided project staff with a good indication of the educational and attitudinal deficiencies of the probable enrollee population.

The levels of ability and the attitudes of this sample group were then compared to the levels of skills and knowledge required to perform the better paid cannery jobs. This comparison was made in an effort to determine which deficiencies appeared to constitute genuine obstacles to advancement and which were irrelevant.

Job Analysis work in the plants and discussions with supervisors showed that with the exception of a few highly skilled jobs, a worker with a fifth grade functional educational level and reasoning ability could learn to perform most jobs through a simple and informal OJT process.

Serious deficiencies were noted in comparing the functional educational level of the sample group to the adequate fifth grade level. In addition many of the sample group workers interviewed possessed limited ability to communicate in the English language and few of those interviewed knew what the job "bidding system" was or how to use it to advance. Finally, interviewers universally noted that a severe lack of self-confidence was projected by many of those interviewed.

As a consequence of this process, it was decided that the program would offer two basic training components... Basic Education (BE) and English-as-a-second-language (ESL). In addition, a third "bonus" course, Advancement Related Counseling (ARC), was automatically provided one day per

week to those enrolled in either of the two basic components. This latter course trained enrollees in the mechanics of the formal promotional system (bidding, seniority, etc.) and oriented them to their defined contractual rights regarding advancement. In addition it familiarized them with the broad variety of jobs in a cannery and through counseling helped them to define specific job advancement goals and a strategy for achieving them. Finally ARC incorporated into its curriculum various group and communications exercises that helped to increase participants' self-confidence.

B. Training Methodologies

The sample group survey provided project staff with insights into the target group workers' attitudes and feelings toward a classroom learning situation. The overall impression gathered indicated that the thought of returning to a formal educational setting created mild anxieties in the minds of many of these middle aged adults whose previous educational experiences occurred many years ago and were generally limited to three to five years of school.

Thus care was exercised to insure that the setting and methodologies chosen for the delivery of training components were suited to adults with such concerns. Methods chosen had to involve the participants actively in the learning process and not relegate them to the passive learner's role of students in a traditional school system. Technical competence alone did not qualify a potential instructor for a position with the project; equally important qualifications were an outgoing and warm personality, a "low-key" non-authoritarian style, a desire to be innovative, and a willingness to be flexible. The training setting was informal and avoided the semblance of a classroom.

These guidelines were adhered to in selecting instructional methodologies, hiring personnel and in setting up the training facilities. The contractor believes that this contributed to the excellent attendance and the relatively low attrition rate of enrollees. Similar methods have proved effective in other U.S.R&D experimental programs.

For teaching English-as-a-Second-Language, the "Situational Reinforcement" (SR) methodology was eventually selected. The method was developed by the Institute of Modern Languages in Washington, D.C. Learning takes place through constantly hearing and repeating word and phrase patterns within a situational context and associating the sounds with objectics and actions. No translating is done for

the student (nor is he encouraged to do any). The approach does not analyze language gramatically or academically, it presents it functionally, much as a child learns his own mother tongue. It is a flexible approach, incorporates extensive peer teaching and requires the constant verbal and mental energies of the learner.

Class size under the SR method cannot exceed 10 students since learning takes place by doing not by passively listening. This insures full trainee participation in the learning process. It also provides the learner with the rewarding feeling that he is an intelligent adult capable of doing his own learning if given the appropriate environment and technical guidance.

Customized ESL materials relevant to the canning industry were developed.

The ESL program was well received.

The basic education (BE) component offered training in basic math and literacy skills. It made use of self-instructional, programmed learning materials to the greatest extent possible. Such materials allow each trainee to work at his own pace and level of ability. The instructor becomes a helper and a resource to the learner whenever he encounters difficulty or does not understand something. Eventually these materials were supplemented by industry-relevant materials.

As in other program offerings, BE class size was limited to 10 to 12 trainees in order to insure that adequate individual attention would be given to all participants. As mentioned previously, it was more difficult for instructors to maintain participant learning motivation in the BE component than in ESL or ARC. This was not true for those BE trainees who had defined specific job goals and could see how their curriculum related to fulfilling qualifications requirements for their desired jobs.

Group activities and exercises were used exclusively in the ARC component. These included study and discussions of jobs that exist in the canneries, role plays and videp-taped expercises on applying the "bidding" system,

discussions with plant personnel managers and union business agents, comprehensive guided tours of canneries to observe workers actually performing the various jobs; and communications exercises within the group to draw people out and develop self confidence. In addition each enrollee was provided personal counseling by the instructor in order to help them define realistic advancement goals and a strategy for achieving them.

The ARC course was effective in assisting them to acquire the knowledge and develop the attitudes necessary for advancement.

C. Staffing and Daily Course Schedules

The project employed a total of 13 full-time staff members and four part time (12-15 hours per week) data collectors. This included one project director, one deputy director for program research and analysis, one assistant project director for training supervision, five BE/ESL trainers, one ARC only trainer in Oakland, one "circuit riding" ARC trainer, one secretary, one secretary/bookkeeper and one back-up trainer who at various times conducted ARC classes, BE classes and assisted in gathering extensive data required for both the program's operational and research and analysis needs.

Each of the Sacramento and Modesto centers had two trainers assigned to them. Both trainers in each site were capable of conducting either ESL or BE courses. These two centers operated from 8 a.m. to 9 p.m. daily. The day was scheduled into three four-hour blocks of class time. The morning class was a basic ESL class for monolinguals with only one trainer present; the afternoon class was BE and both trainers were present during this period; the evening class was a more advanced ESL group and again only one trainer was present. The overlap of the two trainers in the afternoon allowed the supervising trainer to attend to administrative and record keeping details. Each center also had the services of a part-time data collector to help with the considerable tasks of contacting enrollee candidates and conducting initial and terminal interviews and testing.

The Oakland and Hayward centers, which limited program offerings to "ARC only" and ESL respectively, were assigned one trainer each. These centers operated from 8 a.m. - 5 p.m. daily, with two distinct trainee groups taking the respective courses in either the morning or the afternoon. As in the other centers each of these centers also employed a part time data collector.

CHAPTER TWO: ENROLLEES

A. The "Average" Enrollee

The following narrative has been constructed onthe basis of extensive data collected on all trainees. It merely represents a statistical stereotype of the "typical" enrollee. The profile is presented only in an attempt to give the reader an overall feel for the general characteristics of the program participants. More detailed information on participants follows.

The "typical" enrollee is a female minority group member, either Mexican American or Black. She is a U. S. citizen between 43 and 45 years of age, is married and is technically a secondary wage earner, although without her income her household could not afford even the most basic necessities of food, shelter and clothing. She has completed seven years of formal schooling but when tested her functional reading and math abilities fall at or below the third grade level. Her native tongue is just as likely to be a foreign language as it is English.

She has been employed as a seasonal worker with the same employer for 13 years. Holding a bracket V or a bracket VI job, she earns about $1500 per year for three months' work and is on the low-paying end of an eight-bracket pay structure. During layoffs from the cannery she seeks other work but is usually unsuccessful in finding any. She needs and wants full-time work in the cannery yet she knows little about the kinds of jobs available outside of her immediate work area and is ignorant of the existence of the "bidding" system. She enrolled in the program in the hope of improving her weak English language or basic educational skills, which she perceives as obstacles to advancement.

Finally, she completed her course and felt that it was helpful and relevant to her work-related needs.

B. Trainee Characteristics

A total of 408 workers were served by the project; 88% were female and 12% male. By center 39% of participants (159) were enrolled in Oakland, 30% (123) in Modesto, 23% (95) in Sacramento and 8% (31) in Hayward. The contrast between centers in number served is easily explained. For the final two thirds of the year the Oakland center limited its offerings exclusively to the "ARC only" component. This was a relatively short 3-week course and consequently could serve greater numbers of workers

in a given time frame than ESL or BE. In contrast, the Hayward center only operated for the final two-thirds of the year and offered only ESL. ESL enrollees averaged 12 to 13 weeks of attendance, thus limiting the number of enrollees that could be served in a given time frame. Finally, the Modesto enrollment differs from Sacramento's because unlike Sacramento, two cycles of "ARC only" were offered there toward the end of the program year.

By ethnicity, 14% of enrollees were white, 27% black, 9% Chinese American, 48% Mexican American and 2% other. The following table provides the sex and ethnicity cross tabulation for enrollees.

	Mexican/ American		Black		White		Chinese American		Other		Total	
Male	(35)	74%	(3)	6%	(6)	13%	(1)	2%	(2)	4%	(47)	100%
Female	(160)	44%	(109)	30%	(50)	14%	(34)	9%	(8)	3%	(361)	100%
Total	(195)	48%	(112)	27%	(56)	14%	(35)	9%	(10)	2%	(408)	100%

The proportion of enrollees from the various ethnic groups differed markedly from center to center, reflecting the overall ethnic makeup of the workforce in each locality. Tables 1 and 2 of the appendix contain the ethnic breakdown for females and males by center.

Age

The mean age of enrollees was 44.6 years; for females it was 45.8 years and for males 36.0 years. Table 3 of the appendix provides a breakdown by age intervals for male and female enrollees.

Formal Education

The average grade attainment for all enrollees was 7.8 years. The median was at the seventh grade level. By sex the average was 8.0 years for females as compared to 6.3 for males. The following table provides average years of education for males and females by ethnicity.

	White	Black	Chin/Amer.	Mex/Amer	Other	All groups
Avg. Yrs. Schooling	9.3	12.7	5.0	5.2	8.0	6.3
Avg. Yrs. Schooling	9.8	9.5	7.1	6.5	9.8	8.0

Besides variations in educational attainment by sex and ethnicity there were also marked differences between participants in the ESL, BE and ARC components. With an average of 5.5 years, ESL trainees ranked lowest in years of formal education; next were BE enrollees at 7.5 years and finally ARC only enrollees who averaged 9.9 years. This suggests that workers who were attracted to the ARC only component were experiencing immobility in the cannery and attributed it to a lack of knowledge of the system and not to language or educational deficiencies.

42% of all enrollees received their formal schooling outside the United States, primarily in Mexico or China. As a result, many of them were nearly monolingual and were functional illiterates in the English language. Despite the years of formal schooling reported, over 90% of all ESL enrollees tested out at a functional English reading level of third grade or below. 65% of all BE enrollees read at or below a third grade level and 70% of them could not operate above a fourth grade math level.

Marital and Civil Status

78% of all enrollees were married, 6% single, 9% separated or divorced and 7% widowed. 71% of participants were citizens and the remaining 29% held resident visas.

Earnings and Work-Related Data

Earnings data collected by the project was based on the amounts trainees reported as their earnings from the canneries during the 1972 season. As such it is an approximation of income. Mean reported earnings is $1590, ranging from a low of $300 to a high of $7000.

37% of participants were theprimary wage earners in their household units. For the vast majority of enrollees, however, their cannery income is critical and indispensible to their households' ability to provide the barest necessities of food, clothing and shelter. 94% of participants clearly stated they want and need full-time work.

Each of the various jobs in a cannery belongs to one of eight established pay brackets which dictates the hourly rate paid for the job. Bracket one jobs require greater skills and are the highest paid and bracket 8 jobs are the more menial and lowest paying. Table 4 of the appendix indicates the relative positions of enrollees in the pay bracket scale by sex and ethnicity.

The mean of achieved brackets for all enrollees was 5.6 with 27% of trainees at bracket 4, 62% in brackets 5 to 8 and only 10% in bracket 3 or better jobs. The mean pay bracket of females was 5.5 with none above bracket 3. In contrast the male enrollees had a mean bracket achievement of 3.5 with 92% holding bracket 2 through 4 jobs. Analysis of mean bracket achievement by ethnic groups showed no significant differences in average bracket levels except for the Chinese Americans who averaged more than one bracket lower than other ethnic groups. This is explained by the fact that ratio of male to female Chinese American enrollees was 34 to 1 whereas for all enrollees it was 7.7 to 1. Since men tend to hold higher bracketed jobs than women and only one Chinese American male enrolled, the average bracket level for this ethnic group was not pulled up by males as it was by male enrollees for the other ethnic groups.

Data on the enrollees' use of layoff time indicated that a majority of them regularly look for other work, despite the fact that over half of this group fail to find any. Those finding jobs were usually involved in secondary labor market activities with little or no opportunity for movement into higher paying, year-round employment and the increased economic security of a primary labor market. During the cannery layoff, 47% of male enrollees and 24% of female enrollees found work.

For all enrollees the average number of years with their present employer was 12.5. For females it was 13.2 years and for males 6.9 years. By ethnicity the average number of years with current employer was 11.1 for whites, 18.8 for blacks, 9.6 for Mexican Americans, 10.8 for Chinese Americans and 13.6 for other ethnic groups.

Upon enrolling in the program 19% of trainees knew of the "bidding system" though they may not have understood how to use it or how it affected them. The remaining 81% did not even indicate knowledge of the existence of this system for job advancement in the canneries. They perceived movement up the bracket structure as a function of seniority, whom one knew, how hard one worked, one's ethnicity or sex and/or one's skills and education. In effect, these seasonal workers had been hoping to improve their lot in the canneries through what might be described as imagined or incomplete systems that reflect industry practices of some years ago.

Finally, of all trainees, 36% felt that they needed ESL, 5% math, 16% a review of basic education and 34% a knowledge of how the work and advancement system operated. Thus 91% of all enrollees indicated that they had needs which fell within the realm of the components offered by the program.

CHAPTER THREE: ENROLLMENT AND ATTENDANCE

A. Course Enrollment and Length of Stay

Of the 408 workers who enrolled, 39% were enrolled in the ARC only component, 32% in the ESL program and 29% in the BE program. Table 5 of the appendix provides data on the number of enrollees in each course by center.

As previously noted, ESL was not offered in the Oakland center due to a lack of demand for such training.

In Sacramento there was greater demand for ESL than BE with 62% of participants enrolled in the former course and 38% in the latter. An ARC only component was not offered in Sacramento due to personnel limitations.

In Modesto, ESL participants accounted for 38% of enrollees and BE trainees 34%, with the remaining 28% enrolled in the two cycles of ARC only that were established toward the end of the year.

Finally, the majority of enrollees in Hayward (87%) were enrolled in ESL with the remaining 13% in an advanced ESL/BE class.

ESL trainees remained enrolled in the program for an average of 57 class days with a daily average attendance of 88%. By center the average number of days enrolled for ESL students were 61 for Sacramento, 55 for Modesto and 51 for Hayward.

BE trainees averaged 45 class days in the program with an average daily attendance of 81%. By center this breaks down into an average BE enrollment of 52 days in Sacramento, 46 days in Modesto and 37 days in Oakland.

The relatively shorter average length of enrollment and the poorer average daily attendance (73%) for Oakland BE trainees reflects the fact that most of these enrollees were not truly in need of the BE component and recognition of the fact eventually led to the elimination of that course in Oakland. Finally, participants in the 13 day ARC only course averaged 12.3 class days of enrollment, with average daily attendance of 95%.

B. Withdrawees

Of the total trainees, 71.6% or 292 enrollees completed their program of instruction; 28.4% or 116 trainees withdrew from the program before completing their courses.

By center, 39% of the Modesto enrollees withdrew, 26% of the Hayward enrollees, 21% of those enrolled in Sacramento and 20% of Oakland participants.

Upon completing or leaving the program trainees were given a terminal interview, which among other things asked withdrawees their reasons for leaving. 34% of all withdrawing enrollees indicated they had been called back to work, 24% stated household problems required them to leave, 10% withdrew due to illness, 7% gave transportation problems as the cause, 5% felt their course was either too difficult or non-productive and 19% gave unrepeated miscellaneous reasons. Table 6 of the appendix provides the reasons stated for withdrawing from the program, by center.

By sex 24, or 51% of the male participants withdrew and 92, or 25% of the female participants. Male participants were more likely to leave the program because of call back to cannery work or other employment opportunities, while women were more likely to withdraw because of household or related problems.

By component, 16% of ARC only trainees withdrew, 26% of ESL enrollees and 47% of BE participants. The high retention rate of the ARC only course is attributable not only to the enthusiasm with which it was received but also to the fact that it was a short, 3-week course. This latter fact reduced the probability that participants would encounter personal problems or other obstacles to attendance over the length of the course.

The relatively high withdrawal rate for BE enrollees may reflect a lack of job goals to which they could relate what they were learning. In retrospect the contractor believes that enrollment in the ARC only component and the development of specific job goals should have been a prerequisite for enrollment in the BE course.*

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* These results conflict sharply with other demonstrations conducted by U.S.R&D where a generalized job goal was motivation for rapid achievement. The local staff's dedication to the SR learning method may have skewed these results. BE participants, however, scored high levels of advancement. (See Chapter Four.)

CHAPTER FOUR: EDUCATIONAL OUTCOMES

A. Basic Education

Learning progress realized by enrollees was measured by the difference between their initial and final scores on relevant tests.

For the BE enrollees sections of the Stanford Achievement Tests (SAT) were used, including the word meaning, paragraph meaning, arithmetic computation and arithmetic application sections of either the primary I, II, or intermediate I batteries of the SAT.

It was found that many BE participants at time of enrollment possessed inadequate skills to take some or all of the tests. When this became evident, such enrollees were spared the embarrassment of having to proceed. As a result initial baseline test scores do not exist for all participants. In addition, it was not possible to test some enrollees who withdrew from the program without prior notice and consequently, final test scores are not available for all enrollees.

The following table presents data on the percentage of BE participants who did and did not take the various pre and post SAT tests.

Test	%who did not or could not take test		% who did take test		% taking both Pre & Post Tests
	Pre	Post	Pre	Post	
Paragraph Meaning	44%	26%	56%	74%	52%
Word Meaning	44%	26%	56%	74%	53%
Arithmetic Computation	26%	26%	74%	74%	62%
Arithmetic Application	76%	54%	24%	46%	18%

Significant increases are noted in the percentage of participants who were able to take the "post" tests at the end of training as compared to the percentage able to take the "pre" tests at time of enrollment. Such increases in and of themselves are clear indicators of progress made by those participants who account for the increases.

Because of the lack of some "pre" scores and other "post" scores, analysis of average changes in scores based on all trainees would not provide a fair assessment of progress.

The following table only presents data on the average test scores achieved by those enrollees who were able to take both the "pre" and "post" tests. Scores represent grade equivalents; e.g. 3.8 = third grade ability, 8th month.

	Average "pre" score	Average "post" score	Average change
Paragraph Meaning	3.8	4.6	+.8
Word Meaning	5.1	6.1	+1.0
Arithmetic Computation	4.4	5.6	+1.2
Arithmetic Application	5.5	6.5	+1.0

BE participants remained enrolled in the program for an average of 45 class days, with an attendance rate of 81%. Thus, the average BE enrollee attended 37 days of class or the rough equivalent of .2 of a typical school year. Given this fact, one would expect enrollees' average grade equivalent test scores to improve at least .2 school years. The average improvement achieved by those on whom "pre" and "post" test scores are available surpasses this expectation on all tests and by 500% when viewed together and indicates that BE enrollees benefited from their participation in the program.

B. English-As-A-Second-Language

The most essential needs of monolingual workers are for English conversational skills and the ESL component was designed to develop them. Conversational ability, however, cannot be measured by a test that relies on reading and writing skills, and thus measurement of progress for ESL trainees presents considerable difficulties. Clearly, even a completely fluent but illiterate native English speaker would not be able to demonstrate his fluency through a test that required literacy skills.

The ESL methodology described previously did not focus on literacy skills but rather was 90% guided conversation within a situational context. Nonetheless there were reader workbooks that complimented the sessions of conversational interaction. Their use, however, was minimized in light of the relatively short training time available in which to accomplish the formidable task of learning a language and the resulting need to place priority on developing some degree of conversational fluency.

Consequently, there are no quantifiable test scores available that fairly reflect the considerable conversational progress made by ESL trainees.

A method does exist for testing language fluency. It is called the Foreign Service Institute (FSI) rating system. A testor, trained in the method, after conversing with a learner on a series of progressively more complicated topics, ranks the individual on a 5 point scale which is further subdivided into 17 smaller increments. A rating of 0 indicates no ability in the language; 2 indicates fluency adequate for managing day-to-day conversations relating to ordering meals, making simple purchases and exchanging pleasantries and a rating of 5 is equal to the fluency of a native speaker. The application of this testing method, however, requires a grammarian with extensive training in its use and a background in linguistics. Such a resource person was not available to the project and thus the FSI testing method could not be used.

In an attempt to establish some objective indicator of progress, ESL trainees who were able were administered the Gray Oral Reading exam both at time of enrollment and upon leaving the program. At best, however, such scores only measure reading progress, which clearly was a secondary concern to the ESL program.

80% of all ESL trainees took the Gray Oral test both at enrollment and upon leaving. The scores for this group showed that their average "pre" reading ability registered at a grade level equivalent of 1.4; the average "post" score was a 1.9 grade level equivalent.

ESL participants remained enrolled for an average of 57 class days, with a mean weekly attendance rate of 88%. Thus the average ESL enrollee was present for 51 days of instruction or the rough equivalent of .25 of a typical school year. Given this fact, and considering that the ESL component gave relatively minor attention to the development of reading skills, the average .5 grade increase is impressive.

Despite a lack of "conversational" test scores to report herein, the project staff is absolutely certain that the conversational skills of the ESL trainees improved considerably. This was evident to anyone who might have had occasion to converse with a participant both before and following his enrollment in the program. It was also evident from the enrollees' own accounts of their experiences outside of the program. In an effort to document such things, the following unsolicited trainees' comments were recorded by project staff. They validly represent the general trainee reactions and feelings about the ESL program.

C. N. - Sacramento: "I can communicate much better in English now and my family has noticed. When I registered for work I helped the others who were there at the same time--not just with their language problem but also how to go about bidding for jobs."

F. C. - Modesto: "I went to the hospital and was able to get along in English--answering and asking questions there."

F. A. - Modesto: "I have a night school right across from my house in Stockton but I prefer to come here because here you learn. I like the fact that we start with the most necessary part."

M. B. - Modesto: "I asked for a 'man's' job and told a relative to do the same and we both got a better job than last year."

T. F. , Modesto: "I'm working now and I know what the floorlady is saying to me, where to go, and what to do."

Trainer - Modesto: "One of the office staff in the union told me of a couple of trainees who insisted on speaking to her in English even though they knew she could speak Spanish."

V. R. - Modesto: "I came to school thinking I wouldn't learn anything but I have. At least now I can ask to go to the restroom and I'm not afraid of the elevator and can write my name."

H. M. - Sacramento: "Now I have much more self-confidence to use the English I know."

K. W. - Sacramento: "I was finally able to write my daughter a letter in English and she said, 'Mommy, how smart you are!' My daughter said she didn't know her mother knew so much English."

M. M. - Modesto: "Now I can read announcements on the cannery bulletin board announcing what days the cannery will be closed--or announcements asking that anyone who wants to work on Saturday sign up. Before I had to ask for someone to tell me what the announcements were about."

C. A. - Modesto: "My children wish I hadn't gone to class cause now I understand more of what they are saying and it gets them in trouble."

E. C. - Modesto: "My doctor was surprised as now I don't need to take an interpreter with me. Also, I'm not afraid to go to HRD and ask questions."

R.S. - Modesto: "My landlord noticed an improvement in my speaking ability."

M.A. - Sacramento - "My husband has complimented me on my improved English."

L.F. - Sacramento - "My children have made many comments about my improvement. I owe it all to the program."

D.M. - Sacramento - "My family has made many favorable comments about my improvement."

F.A. - Modesto: "I'm able to converse with my insurance agent. My husband was surprised and told me that he didn't think I was going to learn anything. My son is also surprised by what I've learned. I have confidence now and don't need an interpreter at HRD."

It is unfortunate that there are no objective measures available of the conversational progress made by ESL enrollees because workers who entered the program fearful of attempting to speak the little English they did know, left without such inhibitions. The Situational Reinforcement method totally involved the learner. It required him to speak, built on what he knew, taught him to laugh at, and accept his mistakes, gave him a sense of pride in his growing ability and helped him develop the confidence needed to apply what he had learned outside the classroom.

C. Advancement Related Counseling

A variety of techniques were used to measure various aspects of trainees' progress in the ARC course.

The first required that enrollees take a 20-question "pre" and "post" exam which was developed to test their knowledge of the mechanics of the job "bidding system." A score of 65% on the 20-question exam reflected a level of knowledge considered adequate for effectively making use of this system for personal job advancement.

On their initial "pre" tests, ESL trainees averaged 39.5%, BE enrollees averaged 52% and ARC only trainees averaged 53.2%; on the "post" tests the mean score for ESL participants was 72%, for the BE group it was 75% and for ARC only enrollees it was 74.3%. Clearly, most enrollees left the ARC program with a satisfactory knowledge of the bidding system and an understanding of how to use it.

Trainees' progress in achieving the other objectives of the ARC course was measured by comparing various "pre" and "post" ratings recorded on individual trainees by the trainer. At enrollment, and again upon leaving, each trainee was rated on his projected self-confidence, on the specificity of his personal job goal, and on the specificity of his strategy for achieving his job goal. Possible ratings on each of these three variables ranged from a 1 to a 4; 1 indicated "severe deficiency," 2, "somewhat deficient," 3, "adequate" and 4, "more than adequate."

On the "pre" self-confidence rating (done after a week or more of observation) 67% of all enrollees were given a 1 or a 2 rating, indicating that in addition to ignorance of the bidding system many enrollees appeared to lack the degree of self-confidence required to ask questions in the plant and make the system work for them. These same ratings were again completed as the trainees left the program. At that time 68% of all enrollees were given either a 3 or a 4 rating, indicating adequate or more than adequate self-confidence. Thus the ARC program appears to have assisted its enrollees in improving their self-image.

Upon enrolling, 76% of all ARC participants were ranked as a 1 or a 2 in terms of specificity of job goals, indicating they had none, or only vaguely defined ones. At time of departure from the program, 84% of all participants were rated an adequate 3 or 4 on this same variable. Likewise the initial ratings on the specificity of trainees' strategies for pursuing their job goals indicated that upon enrollment 83% of all participants had thought out no strategy or only a vague and ill-considered one for pursuing their job goals. On leaving the program, 84% of all enrollees were given a 3 or 4 rating, indicating they had developed a general to very specific strategy for pursuing their personal job goal. Thus, ARC seemed to be effective in assisting workers in the identification of personal job goals and in helping them to develop strategies for achieving them.

D. Terminal Interviews

The terminal interview, which was conducted at the completion of course work, was accomplished for 92% of all enrollees. Of those interviewed,

98.3% felt their course work had been relevant to job advancement in the canneries. Of this group, 27.5% felt they had clearly benefited in terms of facility in the English language, 9.9% in terms of math, 5.8% in terms of general educational advances, 51% in terms of improved knowledge of the work system and 4.7% in terms of increased self-confidence.

These self-assessments occurred at a time of change; it would be important, in retrospect, to discover for those who advanced to the more difficult tasks, and mastered them, what elements of training asisted them. Elsewhere U.S.R&D has learned that, for the more-than-average successful enrollee, the person who advances to new authority, the acquirement of the skills which management believes important (basic education, communication, self-confidence, motivation) emerge as the skills which the enrollee ranks as the most important.

SECTION IV

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSIONS AND RECOMMENDATIONS

1. CONCLUSION

In this, its first test, the "screening process" developed by the contractor for identifying industries likely to respond favorably to a non-skills LOTT program has proved an accurate predictor of actual response.

2. CONCLUSION

From all available indicators, the project has proved that the LOTT concept is operationally viable in certain seasonal industries.

RECOMMENDATION

The reliability of the "screening process" as a predictor should be further tested by applying it to other seasonal industries in order to identify potential users of the non-skills LOTT concept. At the very least, an actual operational LOTT program should be fielded in an industry that meets the criteria in order to determine if non-skills LOTT again proves viable, thus either lending support to, or calling into question the general validity of this year's learnings.

3. CONCLUSION

Significant motivators in generating the initial support and cooperation of the industry were the racial and sex aspects of its manpower problems. The industry's concerns had been heightened by publicity on recent EEOC settlements in other industries coupled with indications that the EEOC might soon direct its attention to the canning industry. The contractor concludes that CAMR, its research subcontractor, may be correct in stating that employers will become responsive to LOTT when racial aspects of current manpower policy make it relevant.

RECOMMENDATION

It is recommended that in studying industries for their potential as LOTT users the ethnic and sex makeup of the underutilized workforce be examined for a predominance of minority and women. In an industry that meets the other "screening criteria," a positive finding in relation to this additional criterion would further confirm the applicability of LOTT to the industry and would increase the probability that employers would be receptive to a LOTT program.

4. CONCLUSION

Clearly the industry's adoption of this year's program reflects the managements' and unions' perceptions of its value. To some extent the program's adoption is also motivated by the industry's recognition that it may have to demonstrate that it is taking effective action aimed at remedying manpower problems that affect women and minorities. Without ignoring the EEOC issue, the contractor concludes that when competently operated in appropriate industries, there is a good chance that a non-skills LOTT program will eventually be adopted and financed by the industry itself, thus eliminating expenditures of government funds and passing the responsibility onto employers and unions.

RECOMMENDATION

This conclusion appears to have potential implications for government manpower policy. The advancement patterns in a seasonal industry typically begin with a seasonal job of short duration at the lowest pay scale. Females and minorities appear to encounter advancement obstacles because of a lack of education, fluency in English or knowledge of advancement rights and practices. The resulting economic and social inequities are currently one of the main public policy concerns in the manpower field and consequently a program aimed at facilitating such advancement through LOTT is clearly of public interest.

Non-skills LOTT in seasonal industries should be considered as one additional tool with special application, that along with other existing and to-be-developed tools, provide the instruments needed for the eventual implementation of a truly comprehensive manpower program.

5. CONCLUSION

The early definition of specific project objectives and the establishment of criteria for their eventual measurement provided the project with a preview of the ideal outcomes which would have to result if the program were ultimately to be adjudged viable. Because of their specificity, these objectives were easily translated into understandable operational policies and guidelines that generally assured that methods and approaches selected for the pursuit of one objective were not inadvertently counter-productive to the achievement of other important project goals.

RECOMMENDATION

It is recommended that for an experimental LOTT program of this nature, defining specific objectives and their measurement criteria is extremely critical to an accurate and sensitive ordering of operational priorities. They provide a basis for judging whether aspects of proposed approaches and methods for designing and operating the program will tend to compliment or detract from the overall success of the project.

6. CONCLUSION

The project's recognition and acceptance of the pragmatic concerns and priorities of the union locals and employers, (both political and otherwise) and the resulting sensitivity and responsiveness of staff to these concerns was crucial to the avoidance of serious conflicts and to the parties' eventual adoption of the program as their own.

RECOMMENDATION

Any LOTT program conducted by "outsiders," and which thus constitutes an intervention process, must constantly assess and be responsive to such concerns. The program must be moulded to the parties' needs. This demands considerable staff flexibility and requires that a non-judgmental attitude be assumed in the staff's relationship with the parties. Ignoring such concerns is done at the risk of jeopardizing the project's chances for success.

7. CONCLUSION

The ability of the project to design and operate a relevant and viable program that attracted workers hinged to a great extent on the willingness of the local unions and management to involve themselves in the process.

RECOMMENDATION

The contractor believes that operational success in a LOTT program of this nature requires at a minimum that employers and unions publicly identify the program as their own in all recruiting and publicity materials. Further, their assistance is also essential during the planning phase in gaining access to and interviewing target-group workers for purposes of determining course content that is relevant to the workers' needs as they perceive them.

APPENDIX

STATISTICAL TABLES

TABLE 1

Female Enrollees by Ethnicity and Center

	White	Black	Mexican American	Chinese American	Portuguese	Other	Total
Hayward	0%	0%	81%	8%	4%	8%	100%
	(0)	(0)	(21)	(2)	(1)	(2)	(26)
Modesto	28%	0%	72%	0%	0%	0%	100%
	(26)	(0)	(68)	(0)	(0)	(0)	(94)
Oakland	12%	66%	20%	0%	0%	3%	100%
	(18)	(102)	(31)	(0)	(0)	(4)	(155)
Sacramento	7%	8%	47%	37%	1%	0%	100%
	(6)	(7)	(40)	(32)	(1)	(0)	(86)
Total	14%	30%	44%	9%	1%	2%	100%
	(50)	(109)	(160)	(34)	(2)	(6)	361

TABLE 2

Male Enrollees by Ethnicity and by Center

	White	Black	Mexican American	Chinese American	Portuguese	Other	Total
Hayward	0%	0%	100%	0%	0%	0%	100%
	(0)	(0)	(5)	(0)	(0)	(0)	(5)
Modesto	21%	9)	76%	0%	0%	3%	100%
	(6)	(0)	(22)	(0)	(0)	(1)	(29)
Oakland	0%	75%	0%	0%	0%	25%	100%
	(0)	(3)	(0)	(0)	(0)	(1)	(4)
Sacramento	0%	0%	89%	11%	0%	0%	100%
	(0)	(0)	(8)	(1)	(0)	(0)	(9)
Total	13%	6%	74%	2%	0%	4%	100%
	(6)	(3)	(35)	(1)	(0)	(2)	(47)

TABLE 3

Age Distribution of Enrollees by Sex

Avg. age males = 36.0 years Avg. age females = 45.8 years

	Less than 25 yrs.	26-30	31-35	36-45	46-55	56+ yrs.	Total
Male	25%	19%	15%	15%	17%	9%	100%
	(12)	(9)	(7)	(7)	(8)	(4)	(47)
Female	3%	4%	8%	27%	41%	16%	100%
	(12)	(16)	(28)	(97)	(149)	(58)	(361)
Total	6%	6%	9%	25%	38%	15%	100%
	(24)	(25)	(35)	(104)	(157)	(62)	(408)

TABLE 4

Participants by Ethnicity, by Sex, and by Pay Bracket

Pay Bracket	White		Black		Mexican American		Chinese American		Portuguese		Other		Total	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M
I	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
II	0%	0%	0%	0%	0%	11%	0%	0%	0%	0%	0%	0%	0%	9%
III	4%	33%	4%	33%	6%	46%	3%	100%	0%	0%	17%	50%	5%	45%
IV	16%	50%	29%	33%	30%	37%	9%	0%	0%	0%	0%	50%	25%	38%
V	22%	17%	31%	33%	12%	3%	0%	0%	50%	0%	17%	0%	18%	6%
VI	20%	0%	17%	0%	16%	3%	9%	0%	0%	0%	0%	0%	16%	2%
VII	12%	0%	6%	0%	3%	0%	26%	0%	0%	0%	0%	0%	7%	0%
VIII	26%	0%	14%	0%	33%	0%	53%	0%	50%	0%	67%	0%	29%	0%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

TABLE 5

Participants by Course and by Center

	ESL	BE	ARC Only	Total
Hayward	87% (27)	13% (4)	0% (0)	100% (31)
Modesto	38% (47)	34% (42)	28% (34)	100% (123)
Oakland	0% (0)	22% (35)	78% (124)	100% (159)
Sacramento	62% (59)	38% (36)	0% (0)	100% (95)
Total	32% (133)	29% (117)	39% (158)	100% (408)

TABLE 6

Those Withdrawing from Program by Center and by Stated Reason for Withdrawing

	Sick	Recall	Household Problems	Transportation Problems	Course too Difficult	Course Non-Productive	Other	Terminated for Cause	Total
Hayward	0% (0)	63% (5)	13% (1)	0% (0)	0% (0)	25% (2)	0% (0)	0% (0)	100% (8)
Modesto	6% (3)	29% (14)	29% (14)	4% (2)	0% (0)	4% (2)	27% (13)	0% (0)	100% (48)
Oakland	22% (7)	34% (11)	25% (8)	9% (3)	0% (0)	0% (0)	9% (3)	0% (0)	100% (32)
Sacramento	5% (1)	35% (7)	15% (3)	15% (3)	5% (1)	0% (0)	20% (4)	5% (1)	100% (20)
TOTAL	10% (11)	34% (37)	24% (26)	7% (8)	1% (1)	4% (4)	19% (20)	1% (1)	100% (108)